

The Commonwealth of Massachusetts

**92nd**

**ANNUAL**

**REPORT**



Massachusetts Board of Library

Commissioners

July 1, 1980 to June 30, 1981

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**Ninety-second Annual Report  
of the  
Massachusetts Board of Library Commissioners  
Commonwealth of Massachusetts**

**Fiscal Year 1981  
July 1, 1980 to June 30, 1981**

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Boston, Massachusetts  
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1980 - 1981

**BOARD OF LIBRARY COMMISSIONERS**

*Term*

|           |  |
|-----------|--|
| 1976-1981 | SOLOMON ROSENBAUM, Esq., Fitchburg, <i>Chairman</i>  |
| 1978-1983 | MARGARET F. MULLIN, Osterville, <i>Vice-chairman</i> |
| 1978-1983 | IRENE E. PODGER, Wellesley, <i>Secretary</i>         |
| 1979-1984 | THE REV. JOHN R. AHERNE, O.S.A., North Andover       |
| 1978-1983 | ROBERT C. HAYDEN, Newton                             |
| 1978-1983 | JOAN ROSNER, South Hadley                            |
| 1978-1983 | JAMES RYDER, Concord                                 |
| 1978-1983 | SAMUEL SASS, Pittsfield                              |
| 1978-1980 | ALAN R. STANZLER, Lincoln, to 11/24/80               |

## PROFESSIONAL STAFF

*Director:* DAVID L. REICH, to 9/27/80

*Interim Director:* ROLAND R. PIGGFORD, from 9/28/80  
to 6/17/81; *Director* from 6/18/81

*Assistant to Director* ..... GARY SORKIN

*Business Manager* ..... ROBERT COOKINGHAM, to 7/31/80

IRENE LEVITT, from 8/29/80

*Head, Library Development and*

*LSCA Project Director* ..... MARY M. BURGARELLA

*LSCA Grants Manager* ..... ROBERT DUGAN, from 11/9/80

*Consultant for Blind*

*and Physically Handicapped* ..... ANN MONTGOMERY SMITH

*Consultant for Outreach and*

*the Disadvantaged* ..... MARNIE M. WARNER, to 10/31/80

CHRISTINE L. KIRBY, from 2/17/81

*Consultant for the Institutionalized* ..... JOAN E. BOSTWICK, to 10/6/80

LINDA A. WRIGHT, from 2/8/81

*Coordinator, Non-Print Media Services* ..... LOUISE KANUS

*Audiovisual Technician* ..... RICHARD TAPLIN

*Legislative Information Specialist* ..... NANCY KALIKOW

*Public Information Officer* ..... DIANE L. MCKEDY

*Graphic Arts Specialist* ..... ANDRA STEIN

*Head, Planning and Research* ..... ROLAND R. PIGGFORD, to 6/17/81

*Planning and Research Specialist* ..... MARY A. LITTERST

*Head, Reference and Professional Library* .... CATHERINE R. MCCARTHY

*Head, Technical Services* ..... SAUNDRA RIDLEY

*Coordinator, Library Incentive Grants*

*and Certification* ..... JANET C. PRICE

*Coordinator, Regional Public Library Systems* ..... BEATRICE A. LUFKIN



## FISCAL 1981 STATISTICAL SUMMARY

### Appropriations and Allotments

|   |             |
|---|-------------|
| State Appropriation for Board Administration .....  | \$ 416, 137 |
| State Aid for Regional Public Library Systems ..... | 3,773,608   |
| State Aid to Public Libraries .....                 | 2,952,928   |
| State funds sub-total .....                         | 7,142,673   |
| Federal funds allotment for LSCA-Title I .....      | 1,550,496   |
| Federal funds allotment for LSCA-Title III .....    | 296,828     |
| Federal funds sub-total .....                       | 1,847,324   |
| Grand Total State and Federal Funds .....           | \$8,989,997 |

### Staff (FTE Positions)

Filled positions:

|                                     |    |
|-------------------------------------|----|
| Professional .....                  | 14 |
| Sub-Professional and Clerical ..... | 14 |
| TOTAL .....                         | 28 |

### Certification Activities ..... Number

|  |     |
|--|-----|
| Professional, on Basis of Graduation from ALA accredited<br>library school program ..... | 45  |
| Professional, via FY1981 examination held on May 8, 1981 .....                           | 10  |
| Professional, issued on basis of reciprocity .....                                       | 0   |
| Subprofessional .....  | 111 |
| Subprofessional, issued to recipient of Associate Degree<br>in Library Technology .....  | 0   |
| Provisional subprofessional .....  | 37  |
| Replacements .....   | 2   |
| TOTAL .....  | 205 |



# FINANCIAL STATEMENT

## COMMONWEALTH OF MASSACHUSETTS IN ACCOUNT WITH THE BOARD OF LIBRARY COMMISSIONERS

July 1, 1980 - June 30, 1981

### Account No. 7000-9101

#### Appropriation for the Board of Library Commissioners

|                               |              |
|-------------------------------|--------------|
| Personnel Services .....      | \$299,372.00 |
| Services, non-employees ..... | 500.00       |
| Expenses .....                | 116,265.00   |
| TOTAL .....                   | \$416,137.00 |

#### Expenditures

|  |              |
|--|--------------|
| Personnel Services .....                 | \$265,266.06 |
| Expenses:                                |              |
| Electricity .....                        | \$4,715.00   |
| Travel .....                             | 8,700.00     |
| Printing .....                           | 4,446.00     |
| Maintenance-Repairs .....                | 6,000.00     |
| Books & Related Materials .....          | 17,400.00    |
| Office and Administrative Expenses ..... | 30,447.22    |
| Equipment .....                          | 2,091.00     |
| Rentals .....                            | 41,500.00    |
| Expenses Sub-Total .....                 | 115,299.22   |
| TOTAL .....                              | \$380,565.28 |
| UNEXPENDED BALANCE .....                 | \$35,571.72  |

Respectfully Submitted,  
ROLAND R. PIGGFORD, *Director*  
Board of Library Commissioners

Financial statement verified

June 24, 1982

by WALTER S. PIECHOTA

for ROBERT E. SHEEHAN, *Comptroller*

## AGENCY PUBLICATIONS

### **LSCA Special Projects Reports, '78**

descriptive reports of LSCA Title I grant projects 1 issue

### **Friends of Public Libraries**

a compilation of Friends groups in Massachusetts 1 issue

### **Alternative Resources for Massachusetts Public Libraries**

a brochure listing ideas for fund-raising activities and community group donations 1 issue

### **Sharing**

a monthly newsletter on resources and services for the disadvantaged, the institutionalized, and the blind and physically handicapped 3 issues

### **Currents**

periodic newsletter on the activities and concerns of the Board of Library of Commissioners and its staff as well as general information on issues of interest to the library community in Massachusetts 4 issues

### **Massachusetts Position Vacancies**

monthly listing of vacant professional library and information science positions available in the Commonwealth 12 issues

### **Legislative Update**

periodic newsletter providing current information on library-related legislation, federal and state 4 issues

### **Library Science and Media Courses**

listings of courses offered by New England and other Northeastern colleges and library schools each semester 3 issues

### **Notes**

periodic newsletter reviewing actions taken at meetings of the Board of Library Commissioners; also includes timely announcements 9 issues

### **Data for Massachusetts: 1980 Public Library Personnel Report**

compiled by the Planning and Research Unit to report staffing levels and salaries, education levels and fringe benefit data of Massachusetts public library personnel as of 7/1/80 1 issue

### **Free Public Libraries in Massachusetts 1980**

a directory of all public library and publicly-supported local libraries in the Commonwealth 1 issue

### **Data for Massachusetts: FY80 Comparative Public Library Report**

a statistical report prepared by the Planning and Research Unit; enables rapid comparison of financial support and activity levels among Massachusetts public libraries 1 issue

## ANNUAL REPORT BOARD OF LIBRARY COMMISSIONERS Year Ending June 30, 1981

### *Introduction*

In November 1980, the tax-cutting referendum Proposition 2½ was passed by the electorate. This measure will make substantial reductions in the unpopular automobile excise tax and limit property taxes that support municipal services to 2½ percent of "full and fair cash value," with required reductions to be phased in over a three-year period. The overwhelming popular vote in favor of this measure may be interpreted as a revolt against reliance on local property taxes to support ever escalating municipal service costs, and as a mandate to state government to reform the tax structure of the Commonwealth, seek all reasonable economies in the cost of state administration, and make available to cities and towns such additional funds as might become available.

Only the decrease in the excise tax affected municipal incomes during the fiscal year. The impact on local public library support, though substantial in certain municipalities, is only a precursor to the probable effects of the real property tax reductions that most communities will have to begin to implement in FY1982.

At the state level, the Executive branch moved quickly to increase expected year end reversions, and make available additional state aid to cities and towns by instituting a job freeze on all state funded positions as they became vacant. It further provided for additional personnel cuts during FY1982 by requiring that the costs of each agency's collective bargaining salary increases be compensated for by reductions in work force. No professional staff has been replaced, therefore, since February 1981. In proportional terms, the Board's staff will suffer no more than most other agencies of state government. Because of the specialized nature of their work, however, the loss of each professional staff member will mean the loss of a particular area of expertise formerly available to the library community.

Effective September 30, 1980, David L. Reich, Director of the Agency since December 1, 1978, resigned to accept appointment as Executive Secretary of the New England Library Board. Mr. Reich had served the agency well, involving himself and his staff in a broad spectrum of professional activities and creating a new climate of cooperative endeavor for the Board and its various constituencies. Roland R. Piggford, Head of Library Information Services, was appointed Interim Director, with the Board subsequently determining that he should continue in that capacity pending the recommendations of the Governor's Advisory Committee on the Placement of the Board of Library Commissioners and the State Library. The Board voted Mr. Piggford permanent appointment at its meeting of June 18, 1981.



The Governor's Advisory Committee, of which the Interim Director and Commissioner Joan Rosner were members, met almost weekly from mid-September to mid-November, to hear testimony from concerned parties and develop recommendations for the Governor with respect to placement of the Board of Library Commissioners within the hierarchy of state government, and with respect to the feasibility and desirability of consolidating under one agency the responsibilities of the Board and the State Library. The Committee's report, issued in November 1980, suggested that legislation might be enacted that would create a Massachusetts Library Commission to succeed the existing Board of Library Commissioners and the Board of Trustees of the State Library, and that this new combined agency be placed under the Board of Regents of Higher Education. The recommendations received wide attention from the library community. However, at year's end the Governor's office had given no indication of an intent to seek legislative implementation.

Internal operations of the agency received particular attention during the year. Bookkeeping procedures were streamlined and printing/ mailing activity reorganized for the various agency publications. Also, the process was begun to automate the agency's statistical and accounting functions. An application was filed with the state's Office of Management Information Systems to participate in the Commonwealth's mainframe time-share computer system.

A program to encourage staff development, especially with regard to computerization, new technology and statistical measurement, was initiated. Several staff members participated in courses, workshops, and conferences as a means of increasing their work-related knowledge and skills. New performance evaluation measures were developed for support staff members and the preparation of a comprehensive staff manual was undertaken.

Intensive effort was devoted to the shaping and redefining of agency goals and objectives, with an emphasis on developing a proper staff capability to coordinate the planning of statewide multitype library networks and resource sharing consortia.

In retrospect, FY1981 was a year of uncertainties engendered by the bleak future of local public library funding and the debate over the proper placement of the agency within the state's organizational hierarchy. Further, the Agency operated under an Interim Director during most of the year, a situation which put inevitable limitations on administrative initiative. At year's end, however, certain changes had evolved which, perhaps, put a gloomy picture into somewhat brighter focus: the Legislature insisted on increased state aid to compensate for a portion of the revenue losses anticipated as the result of Proposition 2½, and there was no overt movement to compromise the Board's autonomy or effect any sort of reorganization that would have a negative effect on its library development efforts. In addition, the Board cleared the way for more positive administrative action by appointing a permanent Director and endorsing a budget proposal that would broaden staff expertise in the important areas of library automation and networking.

## COMMITTEES

Representatives from all types of libraries and user groups served on various standing advisory committees established by the Board to provide insight and assistance with matters concerning the improvement of library services in the state. Their efforts deserve recognition and appreciation.

### State Advisory Council on Libraries

|   |                                       |
|---|---------------------------------------|
| Christopher Raible, <i>Chair</i> , Worcester                                      | User                                  |
| Bruce Baker, Regional Administrator, Western Mass. Regional Public Library System | Public Libraries<br>(Regional System) |
| Mary Burgarella, Board of Library Commissioners                                   | BLC Staff Liaison                     |
| Sharon D. Canny, Librarian, Dever State School                                    | Institutional Libraries               |
| Sharon Gilley, Director, Lucius Beebe Memorial Library, Wakefield                 | Public Libraries                      |
| Richard Gladstone, Merrimack Valley Planning Commission                           | User                                  |
| John Hawkins, Librarian, Bunker Hill Community College                            | Academic Libraries                    |
| Joseph Hopkins, Director, Worcester Public Library                                | Libraries Serving Handicapped         |
| Christopher Huggens, Learning Center for Deaf Children                            | User                                  |
| John P. Laucus, Director Boston University Libraries                              | Academic Libraries                    |
| Philip J. McNiff, Director, Boston Public Library                                 | Public Libraries                      |
| Carol H. Miller, Lexington  | User                                  |
| Edward Pearce, Librarian, Museum of Science                                       | Special Libraries                     |
| Dorothy Pryor, Springfield Technical Community College                            | Disadvantaged Users                   |
| Patricia Warner, Wellesley  | Public Libraries                      |

### Advisory Committee on Minimum Standards for State Aid Eligibility

Warren Watson, Thomas Crane Public Library, Quincy, *Chairman*  
 David Bates, Western Massachusetts Regional Library System  
 Nancy Burkett, trustee, Worcester Public Library  
 Laura Cram, Merrimac Public Library  
 Mary Litterst, Board of Library Commissioners Staff Liaison  
 Roland Piggford, Board of Library Commissioners Staff Liaison  
 Kathy Russell, trustee, Holbrook Public Library  
 David Sheehan, Worcester Public Library  
 Richard Starkey, Wilbraham Public Library  
 Muriel Stiles, Beaman Memorial Library, West Boylston  
 Anne Thonis, Leominster Public Library

### Advisory Committee on Certification of Librarians

Robert L. Rice, Levi Heywood Memorial Library, Gardner, *Chairman*  
 Jacqueline D. Bastille, Treadwell Library, Massachusetts General Hospital, Boston  
 Winfred Clausing, Meadow Brook School, East Longmeadow  
 Chuck Flaherty, Framingham Public Library  
 Camille Motta, State Library of Massachusetts, Boston  
 Bonnie O'Brien, Shrewsbury Free Public Library  
 Janet Price, Board of Library Commissioners Staff Liaison  
 N. Janeen Resnick, Western Regional Public Library System, Springfield  
 Samuel Sass, Board of Library Commissioners  
 Richard Sobel, Bristol Community College, Fall River  
 Mary F. Stevens, Fall River Public Library





## THE STATE OF THE STATE

Fiscal 1981 was the initial year of "Proposition 2½," the year that felt the first impact of the tax-cutting legislation which received such strong support from the electorate in November. With the enactment of 2½ in December 1980, local governments were limited in the amount of taxation they could levy, particularly with respect to property and excise taxes. The immediate effects were felt in FY81 at the local level with a drop in excise receipts noted in the second half of that year. The fuller impact was noted in communities which had not adjusted FY81 tax rates to absorb the reduction in revenue from excise receipts.

Trustees and library directors sent letters to the Board of Library Commissioners and its staff expressing their concern about the turmoil created by 2½, its effect on their budgets, programs and services, and notably on their ability to meet standards for state aid eligibility.

The effects varied from community to community — some had to make drastic cuts in service, others were barely touched. Virtually all town and city departments were affected, with public libraries often receiving a low priority, sometimes even lower than recreation departments. Budget cuts amounted to ten or fifteen percent or more.

ALA's introductory note in its *Planning Guide for Managing Cutbacks* was prophetic:

"...it is becoming increasingly obvious that the role of library management in the short run, if indeed not the long-term, will be one of financial retrenchment, curtailment of basic services and in general a day-to-day consideration of what cutbacks to make, and how deep to make them."

Some librarians who had conducted community/library analyses reported that they at least had current information available to know which service and hours cuts would be most acceptable to their communities.

Nevertheless, there were varying degrees of acceptance statewide as bookmobiles were taken off the road and weekend or night-time hours reduced. Branch closings in particular generated opposition. Most people seemed willing to accept less service at a reduced cost, however.

Committees were formed by various organizations to study the problems of 2½ and to collect and distribute data on the reported effects. Various state government offices and departments offered workshops to assist librarians and other town department heads in developing new management approaches. The Massachusetts Library Association also formed a study committee with which agency staff worked closely. One of the most salient conclusions that came out of the many professional meetings, conferences and workshops that occurred during this period was the clear need for cogent statewide planning in order to utilize most judiciously the diminishing resources available to libraries in the present state of the Commonwealth.



## LIBRARY INCENTIVE GRANTS

For the first time since 1972, eligible municipalities were able to receive increased grant amounts for public library service. A new state law enacted in FY80 became effective in Fiscal 81. It was entitled "An Act Further Regulating Regional Public Library Systems and Library Incentive Grants," Chapter 99, Acts of 1980.

As legislated, the law provided funding at fifty cents per capita to municipalities having a population of 2500 or more. Towns under 2500 became eligible for matching grants of no more than \$1250.

While the increase in state funding was cause for celebration, the joy was short-lived for many cities and towns. Based as it was on the population figures from the 1975 state census, the increase was to be diminished as early as the next fiscal year when the 1980 decennial census figures became the determining factor. The 1980 federal census revealed a decline in the populations of many communities in Massachusetts. Therefore, before FY81 was even over, the libraries were anticipating moderate to extensive losses of these state aid funds in FY82.

Official acceptance of the 1980 census did not come until April 1981. At that time, agency staff began the work of revising the lists of libraries by population groups and calculating revised state aid grant amounts.

The Board of Library Commissioners received 302 applications for FY81 Library Incentive Grants. Forty-four municipalities did not choose to file applications. Of the 302 municipalities that filed, 271 were certified and awarded grants because their public libraries complied with state statutes and met fully all the regulations for state aid eligibility. Twenty-five additional municipalities were certified with reservation after a Board review, and six others were denied grants. A total of 296 grants were awarded, therefore, in FY81.

The total expenditures for the Library Incentive Grant Program came to \$2,796,631. The unexpended balance returned to the Commonwealth's General Fund was \$156,297.

The Board, concerned about libraries who were losing this state aid, set up a Study Committee on Unexpended State Aid. Agency staff members assisted by compiling retrospective data to find out which standards communities had difficulty meeting and why. The degree of fluctuation in the amounts of unexpended monies from year to year was also studied. The committee will continue to review the extent and the implications of these unexpended funds.

## SUMMARY OF FY1981 LIBRARY INCENTIVE GRANTS PROGRAM

### Background Information

- 351 Cities and towns in the Commonwealth
- 346 Eligible to apply for Library Incentive Grants
- 44 Did not file applications
  - 5 Ineligible to apply (3 have no public library; 2 do not receive municipal funds for the public library)

### Applications Filed with BLC

- 302 Filed during FY1981
- 296 Certified and awarded grants
  - 271 Awarded grants by virtue of meeting all regulations and statutes
    - 25 Awarded grants after review by BLC
  - 6 Denied grants

### 25 Municipalities Requiring BLC Review

(Based on noncompliance with BLC regulations)

- 14 Did not meet personnel regulation for library director
- 9 Did not meet books/periodicals expenditure regulation
- 1 Did not meet hours of opening regulation
- 1 Technically not meeting municipal appropriation statute

### 6 Towns Denied Grants by BLC

- 4 Ineligible based on noncompliance with personnel standard
- 2 Ineligible based on noncompliance with municipal appropriation statute

### Financial Statement

|                |  |
|----------------|--|
| \$2,952,928.00 | FY 1981 appropriation in BLC account 7000-9501                             |
| \$2,796,631.00 | Total FY1981 expenditure   |
|                | \$2,727,280.00 Payments to 240 cities and towns with over 2,500 population |
|                | \$69,351.00 Payments to 56 towns with under 2,500 population               |
| \$156,297.00   | Total unexpended amount from FY1981 appropriation                          |

## LIBRARY DEVELOPMENT AND THE LIBRARY SERVICES AND CONSTRUCTION ACT

The federal Library Services and Construction Act (LSCA) program continued in its roller coaster style with even more indecision than usual concerning the annual appropriation and future of the program. However, in July of 1981 the program was extended by Congress through Fiscal 1984. Although this provides no assurance that annual budgets will be appropriated, someone must think well of the program.

The State Advisory Council on libraries met seven times during the year. Most of the meetings were concerned with the Competitive Grant Program procedures and ways to improve them. Other topics of discussion included a conflict of interest policy, review of the LSCA budget, updating the Massachusetts Long Range Program, review of the Annual Program, and the question of financial support for the New England Library Board (NELB) office.

The Council for some time had questioned the benefits accrued to Massachusetts by its support of NELB. After studying the activities of that Board in some detail and meeting with the executive secretary concerning future activities, it was determined that Massachusetts did not receive benefits commensurate with the costs. At the Council's recommendation, the Board of Library Commissioners decided to withdraw financial support of NELB.

In preparation for this year's federal grant awards, the LSCA staff conducted three workshops to inform librarians about the grant process and assist them in proposal-writing. One of these was specifically geared toward developing proposals for automation.

Because librarians had to expend so much of their energies just providing and maintaining basic services, there was less interest on their part this year in developing LSCA grant proposals to "serve the unserved," or to reach out to new population groups. Many were looking toward automation instead as a way of coping with drastic cuts in staff. Generally, their interest centered on circulation. Chasing down overdues is an onerous task which doesn't generate positive statistics. There is also the problem patron who has many overdue books. An automated system that identifies delinquent borrowers and puts a halt to their borrowing could actually help reduce the overdue problem.

In response to the concern for automation, the annual update of the Long Range Program was revised to include automation, particularly as applied to resource-sharing, as an area that would receive a strong emphasis in the review of grant proposals. Several such projects were, in fact, funded under Title III. The Central and Western Regions joined forces to do a feasibility study for a joint multitype library automation project and the Eastern Region began to compile automated union lists of periodicals by sub-region, while the Boston Public Library continued its project to expand the database for regional holdings.

Title I grants to local libraries showed a clear trend toward improving services, programs and library facilities for children and young adults. Career-oriented and non-print materials were significant additions to expanding collections for teen-aged patrons served by these projects. Community/library analysis projects continued to prove popular and useful, especially now since they provided important data for present management and future planning. Programs for the elderly and several ethnic service projects also went into full swing with LSCA funding.



There was evidence too that librarians were not to be undone by Proposition 2½ or become over-dependent on outside grant funds. In many corners of the state, libraries were getting together to devise formal or informal resource-sharing plans, they were stepping up the process of forming Friends groups, and a few were even optimistically pursuing plans for construction projects involving additions or conversions.

## SERVICE TO THE BLIND AND PHYSICALLY HANDICAPPED

Innovation and change marked efforts to provide improved library service to the handicapped users in Massachusetts. The Regional Library for the Blind and Physically Handicapped, administered by the Massachusetts Commission for the Blind through the Perkins School for the Blind, experienced changes in its personnel and administrative structure. As a result, a new Regional Library Board was created which included the Director of the Board of Library Commissioners as a voting member. Thus, the Board was able to have a voice in the selection of a new head librarian for the Regional Library.

Further change in the area of service to this user group was accomplished when the Worcester Public Library designated some prime and accessible space in its main library for the Central Massachusetts Regional Library System's Talking Book Library. Falling within the goals of the National Library Service network and meeting LSCA priorities, this step was encouraged and supported by Board staff and by LSCA grants.

In March the Board voted a policy statement which expressed the opinion that library services to this target population could best be delivered "from a position within the mainstream of conventional library delivery systems." The Board further pledged to support efforts to gain state fiscal support for library services to the blind and physically handicapped population of the Commonwealth.

LSCA grants totaling \$136,000 were awarded during 1981 for projects benefitting handicapped users. Among them were five "Access Center" grants given to the public libraries in Amherst, Pittsfield, Auburn, Stoughton and Fitchburg. These libraries were selected for their accessible buildings, geographical locations, and receptiveness to the needs of disabled library patrons. The projects were tailored to the particular needs of each community, building on existing strengths, and always bearing in mind that residents throughout the state should be able to expect a certain level of service together with access to certain materials and technological advances.

The Access Center grants were an outgrowth of a Master Plan for Library Services to the Blind and Physically Handicapped developed by the staff consultant with responsibility for this area. An unofficial advisory committee to the consultant composed of individuals from other agencies, special libraries and the handicapped community critiqued the plan. They discussed the Guidelines for service developed by Professor Jahoda of the University of Florida and recommended a survey be made to determine the present status of library service to the disabled in Massachusetts. The survey will be distributed in the fall of the next fiscal year and used as a basis for future planning.

The staff consultant for the blind and physically handicapped also served this year on an advisory board for Harold Russell Associates. This organization had a contract with the federal Department of Education to inform public libraries nationwide about the requirements of the Rehabilitation Act of 1973, Section 504. Participation on this board resulted in the consultant's direct involvement in two workshops and one panel discussion for Massachusetts library personnel, trustees and decision makers. It also provided some national contacts, a stimulus for Massachusetts' efforts.

Throughout the year, libraries were encouraged to participate in activities for the International Year of Disabled Persons. Board publications included articles and notes on model activities and sources of materials and assistance.

### OUTREACH AND SERVICE TO THE DISADVANTAGED

Efforts were somewhat interrupted for several months when the staff consultant with responsibility for this area resigned and the position was frozen. However, the new consultant took up the reins in February and began immediately to make contacts with other agencies serving the same target populations.

With the White House Conference on Aging in the offing, connections were made with the state Office of Elder Affairs. The result was a display booth set up by Board staff at the Massachusetts pre-conference in Boston. Flyers were passed out and many people learned about libraries' efforts to serve the elderly in this state.

Another agency with whom the staff consultant worked closely and cooperatively was Literacy Volunteers of Massachusetts. Coping with setbacks due to budget cuts was a primary area of concern as the future progress of literacy programs in public libraries was discussed. A few libraries struggled to continue literacy projects funded earlier, while others were forced to drop them for the present.

Libraries attempting to reach unserved and disadvantaged user groups have had a difficult time of it during the economic climate of Proposition 2½. Outreach programs, because they are not considered to be "traditional" library services, have in some cases become expendable when budgets have been slashed. Moreover, not all librarians understand the necessity of bringing service to people and making important community contacts when dealing with groups that have been non-users in the past. Despite the dim prospects in the short term, however, many librarians are still seriously committed to such special services and do attempt to maintain some level of service. Two LSCA-funded ethnic services projects that have managed quite well, for example, are those in Lowell and Watertown.

As a response to the state-wide concern over budget problems, a packet of materials was prepared by the staff consultant on the subject of alternative resources. It was entitled "Other People's Money, Other People's Time." Information and materials on topics such as volunteers, fund-raising, Friends groups, donations and the like were included in the packet, copies of which were distributed statewide to requesting libraries.

Yet another response to librarians' need for resources and communication when serving special clientele was the newsletter *Sharing* edited by the same staff consultant. Three issues were produced this year. Material was also contributed by other staff consultants serving the institutionalized and the handicapped.



## SERVICE TO THE INSTITUTIONALIZED

This area of service also suffered a temporary lapse due to the consultant's resignation and freezing of the position for about four months. The new consultant, however, made up for lost time by launching an intensive needs-identification program. Many of the institutions were visited, rapport re-established, and the needs and concerns of both library personnel and inmates/residents assessed.

With respect to the librarians in state institutions, several problems were brought into sharp focus. There is a lack of identification with other library professionals. Often institutional librarians have not worked in any other library and are unaware of trends in library science or standard public library service. Joining professional organizations and participating in a developing network of state institutional librarians were two remedies encouraged by the staff consultant. More dialog between the institutions and their local public libraries was also urged.

Isolation of the library unit within the institution is another problem, compounded further by the lack of civilian support staff to assist the librarian or take over if the librarian wishes to attend professional or departmental meetings. The problem of lack of professional stimulation and exchange of ideas was, in part, addressed by establishing better communication links via articles and lists of resources in the newsletter *Sharing*.

Considerable effort was made to assist the librarians with the development of their general collections. Often their expertise lies mainly in specialized areas, such as legal or medical collections. Many informational materials were provided and a series of meetings held to work toward better collections for patients, inmates and residents.

Providing adequate library service in county jails has met with limited success thus far. Only two jails have librarians, and with the advent of 2½, local public libraries have been even more reticent about providing outreach service to the jail population.

Meetings with librarians within the Departments of Public Health, Correction and Mental Health yielded many similar issues of concern, e.g., need for improved communication with the institution's administration, need for greater visibility, inadequate funding, lack of staff or rapid turnover of inmate staff, collection security, and collection development of low-level materials for the profoundly retarded library patron. A workshop on non-print materials for non-reading adults, another on grant proposal preparation, and a radio program on prison library service for "Radio Free Norfolk" were among the activities offered to accommodate some of these concerns.

## NON-PRINT MEDIA PROGRAM

Significant activities this year included the involvement of the Non-Print Media Program coordinator in the monitoring of eleven LSCA grants. All of these involved non-print media to varying degrees, most often media for children and young adults. Most imaginative of these projects was the introduction of a microcomputer into the children's department of one library and the use of video and cable TV for story hour programs in another. As part of the agreed-upon grant activities in the microcomputer project, the librarian prepared to disseminate her new knowledge by giving presentations at several professional library conferences.

The rapid expansion of cable TV throughout Massachusetts prompted many calls from the field. Librarians requested advice, information and resources in order to be prepared for cable franchising negotiations beginning in their communities. Of particular concern was what libraries themselves might reasonably ask of cable companies. A two-day cable TV conference at Harvard University near the close of the fiscal year provided a great deal of useful information which the Non-Print Media Unit utilized in disseminating facts about cable TV.

A series of meetings with the regional systems film librarians and the Regional Coordinator was concluded this year. These sessions brought together those responsible for film service statewide to compare their policies, procedures, methods of reporting, common problems and solutions. There was a great deal of profitable exchange of ideas as well as vision. This group also met with their counterparts in the northern New England states to find out how the film cooperative there operated.

The Unit continued to work actively and cooperatively with the professional library organizations in Massachusetts and New England. Audio-visual support at conferences as well as significant planning of media conference programs characterized its efforts. The Unit's coordinator chaired the Media Section of NELA in implementing a spring conference on children's films and chaired MLA's PR Awards sub-committee for judging non-print entries in the annual PR competition. In addition, the agency was represented on the state audio-visual contract committee once again.

An independent study of the Unit's services and of non-print library service generally available within the state was reported in August. Among the conclusions that could be drawn from the study were these: first, there was a confirmation of the strong interest in audio-visual services that exists among public libraries; and second, it signaled that communications between the Non-Print Media Unit and the libraries needed strengthening. An increased effort will be made in the next fiscal year, therefore, to publish additional issues of *A-V Memo*, the Unit's newsletter that reaches all public libraries.

## CERTIFICATION

The Advisory Committee on Certification of Librarians, following a one-year review, proposed revisions in certification of subprofessional library personnel. The recommendations were submitted to the Board in September 1980.

With the assistance of agency staff, five public reaction hearings were subsequently conducted throughout the state in February and March to obtain reactions from the library community to the proposed regulations. These were held in the public libraries of Wellesley, Leominster, Andover, Pittsfield and Westfield.

The proposed changes provided for three levels of subprofessional certification: Library Associate, Library Assistant, and Library Aide. The two basic components at each level were education and experience. Tasks and responsibilities at each level were also described, though in general terms. All candidates were required to have a minimum of one year's satisfactory experience to qualify for the certification at that level. Associates were to hold a Bachelor's degree, with or without library science courses; Assistants would have at least two years of college or the Associate's degree; and Aides would qualify with a high school diploma or the equivalent. A grandfather clause was also included in the recommendations.



## PLANNING AND RESEARCH

The results of the Energy Expenditure and Conservation Survey administered in FY80 were compiled early in this fiscal year by the staff of the Planning and Research Unit. The decision to distribute this questionnaire had stemmed from the need of the Advisory Committee on Minimum Standards for State Aid Eligibility to have representative data on libraries' current energy expenditures. The committee had received expressions of concern from libraries who saw the sharply rising energy costs affecting their ability to meet existing fiscal standards for state aid eligibility, particularly with regard to the library materials standard.

Survey results revealed the extent of the impact on library operating budgets. Eighty-three per cent of the responding libraries include heat and/or illumination costs in their operating budgets. When salaries and materials expenditures were excluded, it was found that energy costs comprised 43% of the libraries' other operating expenditures.

Throughout the year, members of the Planning and Research Unit served as liaisons to the Minimum Standards Committee, providing support and information to the committee as it continued its deliberations. In March 1981 the committee made the following recommendations to the Board:

- 1) that the Board take no action to amend or appeal the Minimum Standards for State Aid Eligibility in view of the passage of Proposition 2½,
- 2) that the Board promulgate emergency regulations to provide a procedure for temporary waivers of the hours open and the materials expenditure standards (standards 3 and 5 respectively),
- 3) that the Board undertake a long range study of the impact of Proposition 2½ on municipalities' ability to meet the minimum standards, and
- 4) that the Board consider suspending non-funded reciprocal borrowing.

The Board's own Direct State Aid Committee took these recommendations under advisement and made the following recommendation to the full Board in June 1981: that the Board of Library Commissioners "exercise the discretionary powers implicit in the regulation (605 CMR 4.00) pertaining to the administration of Standards 3 and 5 until the effects of Proposition 2½ are clearer." The Board was still considering this recommendation at the close of the fiscal year.

Another action of the Board followed up on the June 1979 recommendation of the Minimum Standards Committee. Legislation was filed for the Board (H 5115) which would broaden the acceptable categories of library materials expenditures (referred to in Standard 5 as those for "books and periodicals") to include non-print expenditures. As of the end of Fiscal 1981, the bill was still pending.

The Unit staff, despite a severe (50%) curtailment of its clerical support for the last quarter of the year, conducted its public library annual report surveys, and based on the information collected, produced its two annual publications, the *Data for Massachusetts series: FY80 Comparative Public Library Report* and *1980 Public Library Personnel Report* (see Agency Publications). In June, data collection began for FY81. In keeping with the Board's expressed interest in knowing more about the impact of 2½ on libraries, specific questions were included this time about the effects of that tax limiting proposition.

## LIBRARY LEGISLATION

The Library Information Unit provided information about library-related legislation and governmental funding to librarians, trustees and library supporters. In turn, it also assumed responsibility for informing state and federal legislators about libraries. Publications, meetings, speeches, letters and phone calls were the means by which this flow of information was regularly communicated. Some of the year's major efforts are described below.

A newsletter entitled *Legislative Update* was initiated to provide timely information on the existence and status of both state and federal library-related legislation and the status of library program funding. The bi-monthly publication elicited many positive responses from the librarians, trustees and interested users who received it.

To facilitate the quick transfer of legislative news throughout the state by means other than publications, a formal library information network was organized by the staff legislative specialist. Librarians, users and members of several Massachusetts library-related organizations represented all geographical areas of the state. Information about federal library-related legislation was one major focus of this network.

Staff from the Library Information Unit assisted the special Advisory Committee formed by Governor King to look into the advisability and feasibility of merging the agency with the State Library. The Unit provided major support services which included making meeting arrangements, distributing background information, and contacting appropriate people to testify before the committee. The work of the committee resulted in a several-page report which was forwarded to the Governor.





## PUBLIC INFORMATION

Through the efforts of the Board's Public Information officer, several opportunities for publicizing the activities and services of Massachusetts public libraries on a wide scale were realized. WBZ-TV's *Evening Magazine* aired a segment about the "Kids on the Block," the handicapped puppets utilized by staff members of the Worcester Public Library.

Another TV station, WNAC, demonstrated the Kurzweil reading machine for the blind in the Lawrence Public Library.

Finally, a series of public service announcements purchased from the American Library Association were made available on audiotape for use as radio spots and given to the three regional systems for distribution.



## REFERENCE AND PROFESSIONAL LIBRARY

Some new guidelines were discussed by the staff Materials Selection and Collection Development Committee. Staff suggested and the committee reviewed potential acquisitions to the Agency's library on a regular basis. Many worthwhile additions to the resource collection resulted, materials that were useful not only to staff as support for agency programs, but to librarians in the field as well. Further improvements took the form of streamlining the vertical file, continuing development of the agency's archival collection, and updating the card catalog.

The state hiring freeze, coupled with the loss of several clerical staff members, gave rise to serious consideration of automating certain library functions of the Unit. The Unit Head, therefore, attended a series of workshops covering automated acquisitions and information resources management via automation, as well as observing actual online implementation of automated functions. In addition, the Head of Technical Services attended a six-session workshop on on-line data base searching. This kind of background and training proved most valuable, enabling the agency to make informed decisions about its needs. Present plans now suggest that the agency will join the Boston Public Library Automated Cooperative Cataloging Program and that the Dialog Reference Service will be implemented in the near future.

## THE STAFF AND PROFESSIONAL ORGANIZATIONS

In addition to their agency duties, and often in conjunction with them, members of the professional staff have worked actively in a number of professional organizations at state, regional and national levels. Serving in Fiscal 1981 as officers and/or members of committees were:

**Mary Burgarella**, treasurer of the New England Library Association (NELA) and chairman of the Massachusetts Library Aid Association's Committee on Scholarships.

**Robert Dugan**, member of the Massachusetts Library Association's (MLA) Proposition 2½ Committee and Executive Committee member of the American Library Association's (ALA) Association of Specialized and Cooperative Library Agencies (ASCLA), Library Services to the Deaf Section.

**Nancy Kalikow**, member of MLA's Program Committee and Legislative Committee (ex-officio); member of ALA's Library Administration and Management Association Publications Committee; and member of ALA's ASCLA-State Library Agency Section, Planning, Organization and By-laws committee.

**Louise Kanus**, chairman of the Media Section of NELA; member of the State Audio-visual Contract Committee; and member of MLA's Public Relations Committee.

**Christine Kirby**, member of ALA's ASCLA Membership Committee, Jail Library Service Committee/Speakers Bureau Chair, and Executive Committee for the Library Service to Prisoners Section.

**Mary Litterst**, member of the Intellectual Freedom Committee of MLA.

**Beatrice Lufkin**, representative of NELA's Cooperative Library Agencies Section.

**Catherine McCarthy**, member of the Boston Group of Government Librarians.

**Roland Piggford**, member of the New England Library Board; member of the Board of Directors of the Northeast Document Conservation Center; member of the Governor's Advisory Committee on Reorganization of the BLC and State Library.

**Ann Montgomery Smith**, vice-president of MLA; editor of MLA's *Bay State Letter*; and member of MLA's Guidelines for Service Committee.

**Gary Sorkin**, co-editor of MLA's *Bay State Librarian*.

**Linda Wright**, member of the New England Regional Medical Library Advisory Council; program coordinator for the librarians' groups of the Departments of Correction, Mental Health and Public Health in Massachusetts.